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PRODUCTION, DISTRIBUTION, AND CON- SERVATION OF FOOD SUPPLIES

LETTERS FROM THE SECRETARY OF AGRICULTURE

TRANSMITTING,

IN RESPONSE TO SENATE RESOLUTIONS OF APRIL 6, 1917, AND
APRIL 20, 1917, PROPOSALS FOR INCREASING THE PRODUCTION,
IMPROVING THE DISTRIBUTION, AND PROMOTING THE
CONSERVATION OF THE FOOD SUPPLIES
IN THE UNITED STATES

IN TWO PARTS



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PROPOSALS FOR INCREASING PRODUCTION, IMPROVING DISTRIBUTION, AND PROMOTING THE CONSERVATION OF FOOD SUPPLIES.

LETTER

FROM

THE SECRETARY OF AGRICULTURE,

TRANSMITTING,

IN RESPONSE TO SENATE RESOLUTION OF APRIL 6, 1917, PROPOSALS AND SUGGESTIONS FOR INCREASING PRODUCTION, IMPROVING DISTRIBUTION, AND PROMOTING THE CONSERVATION OF FOOD SUPPLIES AND OUTLINING ORGANIZATIONS AND CARRYING OUT SUCH PROPOSALS AND SUGGESTIONS, TOGETHER WITH ESTIMATES FOR PUTTING THEM INTO EFFECT.

APRIL 20, 1917.—Referred to the Committee on Agriculture and Forestry and ordered to be printed.

DEPARTMENT OF AGRICULTURE,
Washington, April 18, 1917.

The honorable the PRESIDENT OF THE SENATE.

SIR: I take pleasure in complying with the request of the Senate embodied in Senate resolution No. 26, to submit a comprehensive plan for increasing the production of food supplies, especially by the cultivation of town lots and unused lands adjacent to towns and of the arid or semiarid lands, and by promoting the raising of all classes of food or food-producing animals, and for the creation of an organization to promote and in a practical and effective way carry out the purposes aforesaid, together with an estimate of the amount of moneys necessary to be appropriated by Congress for the promotion of these purposes.

This department has for some time been giving careful consideration to all the matters covered by the resolution. It has issued a number of statements designed to stimulate increased production and to indicate what crops should receive particular attention in the different areas and the best methods to be employed to secure increased efficiency. It has also laid special emphasis on the need of conserving the food supply through better handling, through the elimination of waste, and through economy, especially on the part of the well-to-do. At recent conferences of official bodies, including

the commissioners of agriculture or representatives of State boards of agriculture and representatives of the land-grant colleges, called by the department at St. Louis, Mo., and Berkeley, Cal., problems of production, conservation, distribution, and organization were fully considered, and important conclusions were reached. These conclusions were embodied in a report, a copy of which is attached hereto, marked "Exhibit A."

ORGANIZATION.

In the Federal Department of Agriculture, the State departments of agriculture, and the land-grant colleges, the Nation already possesses official organized agencies which, for many years, have been actively studying all agricultural problems. These agencies are working in very close cooperation and are actively directing their energies to the handling of problems presented by this emergency. The Nation is also fortunate in possessing many important farmers' organizations, such as the Grange, the Farmers' Union, the American Society of Equity, the Gleaners, the Farmers' National Congress, the American National Live Stock Association, the National Wool Growers' Association, and many others. It is believed that additional machinery should be created, and steps already have been taken to develop it along these lines:

(1) As special developments and particular problems demand it, the Secretary of Agriculture will call to his assistance in Washington a few men of special training and broad experience who may advise with him in further projecting the activities of the department, in keeping in touch with the problems and machinery over the Nation, and in promoting particular large activities. It would seem desirable that this body should take shape as circumstances require, and that the department should have funds available to meet any necessary expenses in connection with the services of such a body. Through its regular machinery and through this small advisory body, the department will undertake to keep in touch not only with State agencies but also with the great farmers' organizations of the Nation, whose assistance and cooperation and the advice of whose leaders will be constantly sought.

(2) The creation in each State, either separately or, preferably, in connection with the State council of safety, of a small central division of food production and conservation, composed of representatives of the State boards of agriculture, of the land-grant colleges, of such farmers' organizations as the Grange, the Farmers' Union, the American Society of Equity, the Gleaners, the Farmers' National Congress, and others as may exist in a particular State, and of bankers' and business agencies. In a number of the States these central bodies already have been created and others are being rapidly formed.

(3) County, township, or urban bodies of similar constitution, working in close cooperation with the State central agency, to study and deal with problems of food production and conservation.

PRODUCTION.

The increase of food production this year must come about largely through increased efficiency on the farms and ranges already in operation. This is not a time for experiment in new areas and with

new or untried crops and processes. Concentration of effort should be made in areas already developed and on enterprises already under way. The problem is not that of securing more land to cultivate. The difficulty confronting the farmer is rather that of securing an ample supply of labor. In fact, one of the principal limiting factors in food production this year may be a restricted labor supply. In many sections of the West and South the supply, relatively speaking, will not fall far short of normal. The effect will be felt more in the Northeast, in the neighborhood of the great industrial centers.

It will be impossible to secure a large army without some further disturbance of labor. Agricultural operations not only must be maintained at their normal level but must be extended. This can be accomplished only by making the labor remaining on the farms more efficient and by drawing into the field forces not heretofore regularly or fully used. The time of special stress will be during the harvest season, and every step should be taken by the State and Federal agencies and organizations to furnish relief when it is needed. I am not yet prepared to submit a definite or satisfactory suggestion, but the problem is receiving the earnest consideration not only of the Department of Agriculture and the Department of Labor but also of State and local agencies throughout the country. A joint committee of the Department of Agriculture and of the Department of Labor is actively studying the matter and a number of suggestions are under consideration. In the South the existing labor supply can be more fully utilized through increased agricultural diversification. At present the South's agriculture is based largely on the two-crop system—cotton and corn. It has been estimated that in some sections, because of too exclusive reliance on the two-crop system, the labor of man and animals is utilized only fifty or sixty per cent of the time. If diversification were more generally practiced this labor would be more effectively and economically applied. It is stated that there are more than two million boys between the ages of 15 and 19 years in cities and towns not now engaged in productive work vital to the Nation in the present emergency. Many of these boys have had contact with rural life and know something about farming operations. This constitutes the most important unorganized and unutilized labor resource available. The department and the State agricultural colleges have, in the boys' and girls' clubs, more than three hundred thousand members. Large additional numbers could be enrolled in these clubs, and their services could be utilized in additional directions. It has been suggested also that high schools and colleges in rural communities might suspend operations before the end of the regular terms and might resume their activities later in the fall. This would be a possible means of addition.

Other suggestions worthy of serious consideration are that industrial plants should, so far as possible, arrange to do their repairing during the harvest season and that certain kinds of public and private undertakings of relatively lesser importance should be suspended temporarily, thereby making possible some additional liberation of labor. The mobilizing in particular districts of groups of labor for emergency assistance is by no means beyond the range of possibility. State and local organizations especially should give this problem their most earnest consideration, and no doubt they will find means in their various communities of furnishing assurances that farming opera-

tions will not only be continued on their normal scale but will even be extended.

The department, through the Office of Farm Management, will undertake to place a competent man in each State to keep in touch with the State's central board of food production and conservation to assist it in devising the best means of furnishing relief to communities that need additional labor. Through the State boards, this representative will keep intimately in touch with the local organizations. A special effort will be made to ascertain the labor needs of the different communities and the available supplies of labor not fully utilized in the region, and also to ascertain these facts over large areas. The stress comes at different times in different States and communities. Information will be conveyed to the boards in States where there is lack of labor regarding surplus labor supplies in surrounding States or districts. The problem of securing favorable transportation facilities and rates will be taken up with the various transportation companies. This department will cooperate also with the Department of Labor and keep in touch with its field agencies.

It is especially important that emphasis be laid on the increased production of the staple crops, particularly in the regions where they are usually grown. There is yet time to increase the acreage not only of corn, oats, barley, rice, and the sorghums, but also of spring wheat in certain areas, as well as to extend the acreage of peas, beans, cowpeas, and soy beans. The live stock and poultry resources of the country need to be carefully considered and encouragement given to permit recovery from the unusual drafts upon them during the past year, with particular reference to the production of meat, dairy products, and eggs. The marked activity in home gardening will result in a considerable additional production of perishable crops for local use. The department and State agricultural agencies are lending their assistance to local bodies which are organizing systematic home-garden work.

Further to stimulate production, to improve distribution, and to promote conservation, the following recommendations are offered:

- (1) Prompt enlargement of the cooperative demonstration forces of the department and the States, through the States Relations Service, to insure the most effective instruction with reference to crop and animal production and the economic and effective use of food in the home.

- (2) Immediate enlargement of the existing force of experts in home economics in order that widespread instruction may be given in urban and rural communities regarding the proper preparation and economic utilization of foodstuffs. Some of the greatest preventable wastes are in the home. The women, and particularly the housekeepers, of the Nation can be of great assistance, not only in increasing the production of foodstuffs along certain lines, but especially in the conservation of food, the elimination of wastes, and, particularly in the case of the well-to-do, in practicing rigid economy. The women of the Nation have control of the larger part of its consumption expenditure, and one of their first tasks should be to see that this is directed in the most efficient and economical manner.

- (3) Prompt enlargement of the department's forces and facilities for aiding farmers to combat destructive insects and diseases of both animals and plants, through instruction and assistance to the general

extension workers of the department and the States. The losses through animal diseases and insects run into the millions. With effective and efficient organization the forces in the department already engaged in work of this kind could be greatly enlarged and utilized. This undoubtedly would result in the saving of great quantities of food materials that now go to waste.

It is estimated that the flour supply, on the basis of a normal crop, could be increased by 18,000,000 barrels a year through the milling of wheat so as to make 81 per cent of the kernel into flour instead of 73 per cent, as at present. The problem, however, has many sides, and various important issues are involved. How far the increased milling should be pressed and how rapidly, are important questions to be considered. Such action as the results of further inquiry may determine should be promptly taken.

Some of the European nations have secured a considerable addition to the food supply either by reducing the production of malt liquors or by reducing or prohibiting the production of distilled liquors. It has been roughly estimated that the value of food materials entering into the manufacture of alcoholic beverages in this country in one year, on the basis of prices lower than those now prevailing, is approximately \$145,000,000.

(4) Immediate enlargement of the department's forces dealing with the conservation of perishables on farms and elsewhere to prevent losses of useful food crops which occur through insufficient supplies of cans and containers to meet the requirements.

(5) Safeguarding of seed stocks for 1918 in case untoward climatic or other conditions affecting important crops make such action necessary in restricted regions. It would be impracticable to undertake to supply seed in a nation-wide way for all or any of the great staple crops. The most that could be done in any event through Government agencies would be to supply seed in restricted areas where serious emergencies have presented themselves. If the Congress should provide an emergency fund, the Secretary should be authorized to furnish, in a limited way, relief as indicated, and, if deemed advisable, to take steps to locate, secure, and store for next year good seed for at least a portion of certain staple crops. Such seed would not be furnished free, but at cost, and any funds expended for this purpose would, in large part, be returned to the Treasury.

DISTRIBUTION.

The plans outlined involve problems of food production only. No less important than increased production is the establishment of satisfactory and efficient arrangements for distribution. The producer of foodstuffs is entitled to assurances that the channels of distribution will be open, and that a free, competitive, and unmanipulated market will exist, and the uneconomic speculation will be either controlled or prevented. To meet this situation the Department of Agriculture should be given the following authority and power:

(1) To make a complete survey of the food supply of the Nation, with a view to secure full information as to its location, ownership, and where it is needed, and complete knowledge as to the instrumentalities and agencies that own, control, manufacture, and distribute food products.

(2) After investigation, and in cooperation with the trade interests involved, to establish market grades and classes of farm products, including seeds, and standards for receptacles for such products, together with authority to effect a suitable degree of supervision of their application through such inspection service as may be necessary.

(3) To license and supervise the operation of all plants, mills, packing houses, canneries, slaughterhouses, breweries, distilleries, storage houses, or other establishments or factories in which food or feeds, agricultural implements, and machinery and materials therefor, fertilizers, insecticides, fungicides, serums, toxins, viruses, and any other articles required for agricultural purposes are prepared, manufactured, or kept for sale or distribution. This power should include authority to make rules and regulations governing the use and operation of such enterprises, including the taking over and operation of them whenever such course may be necessary in the public interest.

(4) To require the preference movement by the common carriers of the United States of seeds, fertilizers, insecticides, fungicides, and farm implements or machinery, or the materials required in their manufacture.

(5) To enlarge the existing telegraphic market news service of the department, which now covers live stock and meats and certain foods, vegetables, and other perishables, in order to assist, by securing comprehensive information from all shipping areas, in the distribution of products according to the proportionate requirements of the consuming centers. Enlargement of this service would also tend to prevent undue shortage in any consuming center and provide against wastes due to temporary oversupply of perishables in particular communities. The service would further assist in securing direct routings and thereby relieve, to some extent at least, congestion of transportation lines. It would also directly aid farmers by furnishing information which would put them on an equality with buyers and enable them to consign unsold products to points where there is the greatest need for them.

(6) In case of extreme emergency, the Government should have power to purchase, store, and subsequently dispose of food products to groups of people or communities organized in some form, and to fix maximum or minimum prices. Perhaps the exercise of this power should be lodged in the Council of National Defense, to be used only when directed by the President. It is possible that the mere existence of the power would make action unnecessary. The Government should have full discretion in the matter. It might be wise to fix a minimum price to producers for only one important commodity, just as it might be wise to fix a maximum price which consumers might be expected to pay for only one or several products.

(7) I greatly need one, possibly two, more Assistant Secretaries and such number of Assistants to the Secretary as the circumstances may demand. At present there is only one Assistant Secretary. The work of the department has increased enormously in the last few years. It had greatly extended before the European war broke out, and within the last three years it has been charged with the duty of administering a number of very important laws, including the following: (1) Cooperative agricultural extension act; (2) cotton futures act; (3) United States grain standards act; (4) United States

warehouse act; (5) Federal aid road act. I need not set forth the burdens which have been placed upon the central office because of the present emergency. They are vast and complex and it is urgently essential that additional assistance be provided. Furthermore, the appeals from different sections of the Union for responsible representatives who can keep intimately in touch with them and furnish advice and suggestions are numerous and growing.

It is estimated that approximately \$25,000,000 will be required to carry out the plans outlined herein. In order that prompt steps may be taken to put them into effect it is urged that immediate action be taken to give the department the requisite authority and to make available the necessary funds.

Respectfully,

D. F. HOUSTON, *Secretary*.

EXHIBIT A.

[Report of conferences on agricultural situation held at St. Louis, Mo., Apr. 9-10, and Berkeley, Cal., Apr. 13, 1917.]

U. S. DEPARTMENT OF AGRICULTURE.

OFFICE OF THE SECRETARY.

PROGRAM FOR FOOD PRODUCTION AND CONSERVATION.

Conference of Agricultural Representatives of 32 States with the Secretary of Agriculture Prepares Program to Increase Production, Promote Food Saving, Provide Labor for Agricultural Industries, and Secure Better Distribution of Food Products.

The Secretary of Agriculture requested the State agricultural officials and representatives of the agricultural colleges in all the States from New York to the Rocky Mountains to meet him in St. Louis to discuss the agricultural situation in the present national crisis. The conference convened at the Jefferson Hotel at 10 o'clock Monday, April 9, and continued through Tuesday. Thirty-two States were represented by 65 officials and the department by the Secretary of Agriculture and the chiefs of the Bureau of Plant Industry and the Office of Markets and Rural Organization.

After a thorough discussion of the major problems involved, the conference decided to deal with the whole subject matter in four major divisions:

1. Production and labor.
2. Distribution and prices.
3. Economy and utilization.
4. Effective organization.

A representative committee of 15¹ was appointed by the conference to formulate its views on these subjects and to submit suggestions for courses of action. Subcommittees were appointed by this committee to deal with each of the enumerated matters. The subcommittees reported to the full committee, which in turn reported to the conference.

After consideration of the report of the committee of 15, the conference decided to express its views and to urge the courses of action, as indicated below.

THE FARMER'S RESPONSIBILITY.

Upon the farmer rests in large measure the final responsibility of winning the war in which we are now involved. The importance to the Nation of an adequate food supply, especially for the present year, can not be overemphasized. The world's food reserve is very low. Not only our own consumers, but much of the world at large must rely more completely than ever before upon the American farmer. Therefore, the man who tills the soil and supports the soldier in the field and the family at home is rendering as noble and patriotic a service as is the man who bears the brunt of battle.

¹ The personnel of the several committees of different States and institutions represented at the conference and the names of those in attendance will be found at close of this statement.

The American farmer has long shown his ability to produce more food per man and at lower cost per unit than any other farmer in the world, but he has never had to do his best. He needs to do his best now. This is not the time in which to experiment with new and untried crops and processes. It is very important that the farmer devote his principal efforts to the production of such crops and the employment of such methods as are well established in his community and as are likely to yield the maximum return in food and clothing material.

Within the next 60 days the final measure of crop acreage and food production for this year will have been established. We urge the importance of the immediate mobilization of all available service of the Federal and State Departments of Agriculture and the colleges of agriculture in cooperation with the press, the banks, the commercial organizations, the religious and the social societies, that all may heartily join with the farmer in performing the patriotic duty of providing and conserving food.

Because of the world shortage of food, it is scarcely possible that the production of staple crops by the farmers of the United States can be too great this year. There is every reason to believe that a generous price will be paid for the harvest of their fields.

INCREASING THE FOOD SUPPLY.

There is yet time to add substantially to the bread supply by increasing the acreage of spring wheat in the Northern States. Throughout the United States, east of the one hundredth meridian, the corn area may be increased to advantage, with a view to its uses both for human food and animal production.

The production of a normal cotton crop is necessary. This can best be accomplished by more intensive cultivation and increased fertilization rather than by increasing the acreage and thus neglecting the food and forage crops so important to the South.

In the districts where wheat has been winter killed replanting is suggested with oats, corn, or sorghum, as climatic conditions may determine. Where barley and oats are proved and reliable crops, they should be planted to the maximum that can be effectively handled. In portions of the Northern and Eastern States, where the season is too short for the great staple crops, the buckwheat acreage may well be increased.

An important increase in our food supply may be made by enlarging the area planted to navy beans in the North and West and to Mexican and Tepary beans in the Southwest, and by stimulating in every reasonable way an increase in the area of potatoes planted, especially for local use.

Sweet potatoes in the South will undoubtedly be needed in their fresh state in larger quantity than usual and also for storing for winter use, either in their natural state or as canned or desiccated products.

Where peanuts succeed production may well be enlarged because of their value both as food and forage. A reasonable seed reserve for replanting tilled crops should be held wherever practicable.

While it is important to utilize available lands in the staple small grains and tilled crops, care should be taken to avoid undue encroachment on the area used for pasturage or hay which is required for live-stock production.

Authority should be granted the Secretary of Agriculture to advance to farmers, under proper safeguards, seeds required to insure the production of crops decided to be necessary for the welfare of the Nation.

SCHOOL CHILDREN'S PART.

We appeal to the youth of the Nation to put forth every effort to produce foodstuffs in gardens and fields. There could be no better expression of true patriotic devotion to the country. It has been demonstrated through the boys' and girls' clubs that it is possible for the farm family to supply itself with much of the food required, thereby releasing the commercial product of the country for the needs of the people in the cities and in foreign lands.

In a normal season it is certain that there will be large quantities of perishable products which can not be properly preserved in the home. To meet this emergency it is recommended that local and municipal drying and canning establishments be improvised to conserve this material.

KEEPING UP THE MEAT SUPPLY.

The live-stock holdings of the farmers of the United States are already too low. It would be most unfortunate if these numbers be diminished further under the pressure of the present demand for food. Indeed, an early increase of the animal products of the country should be made. Such an increase must come chiefly through the enlarg-

ing of our feed supply by more successful methods of feeding, and through more complete control of contagious diseases.

Milk production could be increased fully one-fourth by more liberal and intelligent feeding. Pork production could be increased substantially through the more extensive use of fall litters, better care, and feeding. The poultry products of the United States could be doubled within a year.

Contagious diseases of farm animals take a toll of more than a quarter of a billion dollars annually. More than half of this loss is due to controllable diseases, such as hog cholera, blackleg, and Texas fever. The Federal Government, cooperating with the States, could profitably expand its intensive regulatory services so as to embrace every important live-stock district in this country.

MOBILIZING FARM LABOR.

One of the principal limiting elements of food production is the labor supply on the farm. Indiscriminate enlistment from the farms with no plan for labor replacement will reduce food production below its present low level.

The plan for public defense should include as definite a provision for enlistment for food supply as for service at the front.

In addition to more than one-half of those applying for enlistment and rejected because of unfitness for military service, there are more than 2,000,000 of boys between the ages of 15 and 19 years in the cities and towns not now engaged in productive work vital to the Nation in the present war emergency. These constitute the most important hitherto unorganized and unutilized labor resource available for this emergency.

In consideration of all these facts the plan of military enlistment should be broadened so as to include in a national service those who, by reason of their age or physical condition, are permanently or temporarily incapacitated for active military duty, but who are able to render to the Government equally indispensable service in the production of food, supplies, and munitions.

This enlistment should include three classes: Men beyond military age; men of military age, but not accepted for active military duty; and boys under age for enlistment.

The Government should make plans at once for the mobilization of this important resource for the production of food and other necessities. This proposed enlistment in the national service should be regarded as part of the public patriotic service in the present war emergency and be given proper official recognition.

THE HARVEST EMERGENCY.

The husbanding of a matured crop promptly is often the most vital and crucial point in production and is the point of the heaviest labor demanded on the farm. We suggest that the Federal Department of Agriculture, cooperating with the State departments of agriculture and other agencies, should take steps to mobilize sufficient farm labor to meet all emergencies which may arise.

A SURVEY OF THE FOOD SUPPLY.

We suggest the importance of a thoroughgoing survey of the food, labor, and other resources of the country and of the needs of the local communities to the end that every part of the country may be maintained in effective service. Therefore we recommend:

That power be conferred upon the Secretary of Agriculture, in cooperation with the Federal Trade Commission so far as practicable, to secure such information regarding the food supply of the Nation and all business enterprises related thereto as may be necessary to enable Congress to legislate suitably for the protection of the people in the existing crisis and for the information of the Nation in its daily conduct, giving to the Secretary of Agriculture for this purpose power to administer oaths, to examine witnesses, and to call for the production of books and papers, with means of enforcement and penalties.

That authority be conferred upon the Secretary of Agriculture to establish market grades and classes of farm products, including seeds, and standards for receptacles for such products. For this purpose he should consult the various trades concerned. The established grades for corn and wheat undoubtedly will be of much advantage in purchasing supplies and the establishment of grades for other products will be fully justified for the same purpose. Furthermore, such standards, with a suitable degree of supervision of their application, will result in returning to the producer the value of the particular qualities he produces, thus encouraging adequate production in the

future. This is of special importance in connection with the perishable crops, but applies with almost equal force to the staples.

The Secretary of Agriculture should be authorized by law to license warehouses, packing plants, mills, cold storages, produce exchanges, cooperative and other shipping associations, commission merchants, auctioneers, brokers, jobbers, wholesale distributors, and other individuals, partnerships, associations, and corporations engaged in the business of marketing and distributing farm and food products. When directed by the President, the Secretary should have power, after advising with the Council of National Defense as to the necessity of such a step, to take over and operate such of these businesses as may be warranted, in a manner similar to receivership.

In order to facilitate the solution of transportation problems, Government agencies should do all in their power to bring about a relatively adequate supply of cars for moving food and other necessities.

Communities, counties, and cities should be urged to take steps that will lead toward a larger degree of local and district self-support, especially in perishable products, by making inventories of food needs and surveys of neighboring possibilities of production and in general by closer cooperation of the local consuming and producing interests, and by the provision of local marketing facilities.

PRICE PUBLICITY.

To bring about a greater equality of distribution considering the consumptive demands of population centers, the market information facilities of the United States Department of Agriculture and the several State departments should be extended and made as effective as possible. It should include the publishing, as widely as possible for the information of producers and consumers of farm products, of average prices of foods, feeds, and live stock, and particularly those paid by the War Department, if purchases are made direct in the open market instead of by the usual contract method.

If not incompatible with wise policy, the War Department should determine and state where training camps are to be located, so that local production can be expanded to care in some degree for the increased consumption as a measure of general economy and to effect a further relief of transportation facilities.

Appropriate steps should be taken through suitable Federal authorities, such as the Council of National Defense, the Department of Agriculture, the Department of Commerce, and the Federal Trade Commission, to facilitate the supplying of agricultural implements and machinery, particularly for seeding and harvesting, by bringing about reasonable deliveries of the necessary materials, in preference to filling orders for such products as are not required in the existing emergency.

Steps should be taken at once to secure the preference movement of freight shipments of farm machinery, seeds, fertilizers, and spraying materials.

PRICE FIXING, IF NECESSARY.

The very low food reserves of the world, due to last year's short crops, the increased demands due to the consumption and waste of war and the disappointing condition of the winter grain crop give ample assurance of profitable prices to producers this year. Therefore, the fixing of maximum or minimum prices need not be undertaken at this time, but the fact that such a course may become necessary in the future advises the creation of agencies which will enable the Government to act wisely when the necessity may arise. To this end, it would be well for the Congress of the United States to authorize the Council of National Defense, if deemed necessary, to purchase, store, and subsequently distribute food products, or to fix prices in any national emergency caused by a temporary or local overproduction, or by a sudden ending of the war, or by restraints of trade, manipulations or uneconomic speculation, in order that producers may not be required to suffer loss on account of the extraordinary efforts they are now asked to make, and in order that consumers may not be required to pay oppressive prices in case of disorganized or inadequate transportation. Information should be continually maintained by the Department of Agriculture that will afford the council intelligent data upon which to act wisely and fairly in any emergency.

INCREASED HOME ECONOMY.

We are the most wasteful people in the world in our ways of living. Our tastes and desires have been educated beyond our incomes.

Almost as great a saving may be made through the more economical manufacture, purchase, and use of food as can be made through processes of production which are immediately feasible.

Our breadstuff supply may be increased by one-twelfth, or 18,000,000 barrels of flour a year, by milling our wheat so as to make 81 per cent of the kernel into flour, instead of 73 per cent as at present. This flour would have as high nutritive value as that which we now use.

An important saving may be effected by making the diet as largely vegetarian as possible, without lowering food efficiency, by a partial substitution of such foods as beans and peas and of milk and its products, including skimmed milk, for the more expensive meats.

At present prices a larger use of corn and rice products as partial substitutes for the more expensive wheat products is suggested.

The substitution of the home-grown and home-prepared grain products for the much more expensive refined commercial foods, known as breakfast foods, will make a large saving. Adequate gardens should provide the home supply of vegetables, which are expensive foods when purchased at existing prices. The home storage and preservation of foods, such as eggs, vegetables, fruits, and meats, should be increased.

The serious food wastes that occur in many households through a lack of culinary knowledge and skill may be minimized through instruction in better methods.

These economies will be secured chiefly, if not fully, through the further education of housewives. It is highly important that all educational agencies available for this purpose engage in widespread propaganda and instruction concerning the economical use of human foods.

NATIONAL AND STATE ORGANIZATION NEEDED.

The Council of National Defense is charged with the duty of mobilizing the resources of the Nation, having as one of its members the Secretary of Agriculture. We recommend additional machinery as follows:

A relatively small central agricultural body, whose services and presence might be required in Washington constantly, to be composed of men who have wide knowledge of agricultural matters and executive experience. In selecting these men attention should be paid to geographical distribution.

A large national advisory body composed of representatives of the leading agricultural agencies and associations concerned not only in production but in distributing and handling commodities.

A small central agricultural body in each State representing various agricultural interests, including agricultural officials, representatives of agricultural colleges, bankers', business, farmers', and women's organizations, etc., concerned in the production, distribution, and utilization of food supplies and agricultural raw materials. This body should be designated by the governor and, if the State has a central council of safety or defense, should be coordinated with it.

Such county, urban, and other local bodies as the State authorities, including this State central agency, may see fit to suggest.

The national central body and the State central bodies will be expected to keep in intimate contact and to work in close cooperation.

AN EMERGENCY APPROPRIATION.

To meet the extraordinary needs of agriculture in this emergency we recommend an appropriation of \$25,000,000, or so much thereof as may be needed, to be available immediately for the use of the Secretary of Agriculture in such manner as he may deem best.

The situation which now confronts our country is a great emergency—the greatest, perhaps, in its history. Emergency measures are needed to meet unusual conditions. The recommendations made in this statement have been formulated because it is believed they are necessary in order to meet present conditions. They are war measures. It is strongly urged that Congress and State legislatures, in passing laws or in making appropriations intended to carry out these or other plans for assuring an adequate food and clothing supply, should, so far as possible, be governed by the principle that when the emergency ceases much permanent reconstruction in agricultural policies and plans may be necessary.

The recommendations in the main call for Federal action, but State governments can and should cooperate to the fullest degree in considering and executing plans of cooperation and of supplemental legislation and appropriation for the great common purpose herein enunciated.

RESOLUTIONS COMMITTEE OF CONFERENCE ON AGRICULTURAL SITUATION.

Commissioners of agriculture.—H. K. Bryson, Tennessee; G. A. Stauffer, Ohio; Jewell Mayes, Missouri; Charles S. Wilson, New York; J. N. Hagan, North Dakota; J. A. Wade, Alabama.

Agricultural colleges.—W. O. Thompson, Ohio; H. J. Waters, Kansas; H. L. Russell, Wisconsin; Eugene Davenport, Illinois; Clarence Ousley, Texas; J. M. Hamilton, Montana.

United States Department of Agriculture.—David F. Houston, Secretary of Agriculture; W. A. Taylor, Chief of the Bureau of Plant Industry; Charles J. Brand, Chief of the Office of Markets and Rural Organization.

Following are the subcommittees appointed to consider the subjects indicated and to draft appropriate resolutions:

Production and labor.—H. J. Waters, Eugene Davenport, J. A. Wade, Jewell Mayes, G. A. Stauffer, W. A. Taylor.

Economy.—J. M. Hamilton, H. K. Bryson, W. H. Jordan.

Distribution and prices.—Clarence Ousley, J. N. Hagan, Kenyon L. Butterfield, Charles J. Brand.

Organization.—W. O. Thompson, Charles S. Wilson, H. L. Russell, D. F. Houston.

REPRESENTATIVES WHO TOOK PART IN THE CONFERENCE.

UNITED STATES DEPARTMENT OF AGRICULTURE.

David F. Houston, Secretary of Agriculture; Charles J. Brand, Chief of the Office of Markets and Rural Organization; Wm. A. Taylor, Chief of the Bureau of Plant Industry.

AGRICULTURAL COLLEGES.

Alabama.—J. F. Duggar, director of extension service.

Arkansas.—Martin Nelson, dean, College of Agriculture; W. C. Lassetter, acting director of extension; J. G. Futrall, president, University of Arkansas.

Colorado.—Alvin Kezer, agronomist, Colorado Agricultural College.

Delaware.—Harry Hayward, dean, College of Agriculture.

Georgia.—J. K. Giles, assistant State agent in extension work.

Illinois.—Eugene Davenport, dean, College of Agriculture; Cyril G. Hopkins, chief in agronomy, College of Agriculture; Herbert W. Mumford, College of Agriculture.

Indiana.—W. E. Stone, president, Purdue University.

Iowa.—R. A. Pearson, president, Iowa State College, and member of executive committee of colleges and stations; C. F. Curtiss, Iowa State College.

Kansas.—H. J. Waters, president, Kansas State Agricultural College, and member of executive committee of colleges and stations; W. M. Jardine, dean, College of Agriculture.

Kentucky.—George Roberts, acting dean, College of Agriculture.

Louisiana.—W. R. Dodson, dean, College of Agriculture, and director of station.

Massachusetts.—Kenyon L. Butterfield, president, Association of Colleges and Stations.

Michigan.—R. S. Shaw, director, Agricultural Experiment Station.

Minnesota.—A. D. Wilson, director of extension work.

Mississippi.—W. H. Smith, president, Agricultural and Mechanical College; R. S. Wilson, acting director of extension work.

Missouri.—A. R. Hill, president, University of Missouri; F. B. Mumford, dean and director, College of Agriculture.

Montana.—J. M. Hamilton, president, State College of Agriculture.

Nebraska.—Samuel Avery, chancellor, University of Nebraska; E. A. Burnett, dean of agriculture; C. W. Pugsley, director of extension work; F. L. Haller, regent.

New York.—A. R. Mann, acting dean, College of Agriculture; W. H. Jordan, director of experiment station and member of executive committee of colleges and stations.

North Carolina.—W. C. Riddick, president, College of Agriculture and Engineering.

North Dakota.—E. F. Ladd, president, Agricultural College; Thomas P. Cooper, director, Agricultural Extension and Experiment Station.

Ohio.—W. O. Thompson, president, Ohio State University and chairman executive committee of colleges and stations.

Oklahoma.—J. W. Cantwell, president, Oklahoma Agricultural and Mechanical College.

Pennsylvania.—M. S. McDowell, director of extension work.

South Dakota.—E. C. Perisho, president, State College.

Tennessee.—Charles A. Keffer, director of extension work.

Texas.—Clarence Ousley, director of extension work.

Vermont.—J. L. Hills, dean, College of Agriculture; secretary of executive committee of colleges and stations.

Virginia.—Jesse M. Jones, director of extension work.

West Virginia.—John Lee Coulter, dean, College of Agriculture.

Wisconsin.—H. L. Russell, dean, College of Agriculture, and member of executive committee of colleges and stations.

Wyoming.—H. G. Knight, dean, College of Agriculture, and director of experiment station.

STATE AGRICULTURAL COMMISSIONERS.

Alabama.—J. A. Wade, commissioner of agriculture.

Arkansas.—John H. Page, commissioner of agriculture.

Georgia.—L. B. Jackson, representing commissioner of agriculture.

Illinois.—B. M. Davison, secretary, State Board of Agriculture.

Indiana.—William Jones, financial secretary.

Iowa.—A. R. Corey, commissioner of agriculture.

Kansas.—J. C. Mohler, secretary, State Board of Agriculture.

Kentucky.—Mat S. Cohen, commissioner of agriculture.

Louisiana.—Harry D. Wilson, commissioner of agriculture.

Missouri.—Jewell Mayes, secretary, State Board of Agriculture.

Montana.—Chas. D. Greenfield, commissioner of agriculture.

Nebraska.—E. R. Danielson, secretary, State Board of Agriculture.

New York.—Charles S. Wilson, commissioner of agriculture.

North Dakota.—J. N. Hagan, commissioner of agriculture.

Ohio.—G. A. Stauffer, secretary, State Board of Agriculture.

Pennsylvania.—Charles E. Patton, secretary, Board of Agriculture.

Tennessee.—H. K. Bryson, commissioner of agriculture.

Texas.—Fred W. Davis, commissioner of agriculture.

West Virginia.—J. H. Stewart, commissioner of agriculture.

Wisconsin.—C. P. Norgord, commissioner of agriculture.

RESOLUTIONS ADOPTED AT PACIFIC COAST CONFERENCE OF AGRICULTURAL OFFICIALS.

A conference of the State agricultural officials and representatives of the land-grant colleges, similar to that held at St. Louis, was held at Berkeley, Cal., on April 13. The conference was called at the request of the Secretary of Agriculture by President Benjamin Ide Wheeler, of the University of California. The seven Western States named below were represented in the conference.

Following is a telegraphic report of this conference addressed, under date of April 13, by President Wheeler as chairman, to the Secretary of Agriculture:

"At conference held to-day at University of California, in accordance with your suggestion, representatives of Arizona, California, Idaho, Nevada, Oregon, Utah, and Washington adopted unanimously following resolutions:

"*Resolved*, That the agricultural institutions of the seven Western States here represented express ourselves to Secretary Houston as heartily in accord with the conclusions of the St. Louis conference, and that we place our entire resources at the disposal and direction of the National Government in his effort to mitigate the present serious food shortage.

"*Further resolved*, That we at once acquaint the Secretary of Agriculture with the extent of our available resources, and that we further state to him the additional funds needed to place the entire plan of agricultural advisement into operation in our States.

"*Further resolved*, That we advise our Representatives and Senators of our hearty accord with the Secretary of Agriculture, and that we believe that a further Federal appropriation to grapple with the present agricultural situation would be wise.

"*Further resolved*, That since the agricultural extension field men are already Federal officers, and that for the period of war they are to be even under more direct Federal supervision; that the county agents and other field men be given such official designation as to dissociate them from civilians and bring to them the dignity and authority of other Federal officials who are occupied in prosecuting the war to a successful conclusion.

"BENJAMIN IDE WHEELER, *Chairman*."

PROPOSALS FOR INCREASING PRODUCTION, IMPROVING DISTRIBUTION, AND PROMOTING THE CONSERVATION OF FOOD SUPPLIES.

LETTER
FROM
THE SECRETARY OF AGRICULTURE,

TRANSMITTING,

IN RESPONSE TO SENATE RESOLUTION OF APRIL 20, 1917, A COPY OF A LETTER TO THE PRESIDENT OF THE SENATE CONTAINING PROPOSALS AND SUGGESTIONS FOR INCREASING PRODUCTION, IMPROVING DISTRIBUTION, AND PROMOTING THE CONSERVATION OF FOOD SUPPLIES AND OUTLINING ORGANIZATIONS FOR CARRYING OUT SUCH PROPOSALS AND SUGGESTIONS, TOGETHER WITH ESTIMATES FOR PUTTING THEM INTO EFFECT.

DEPARTMENT OF AGRICULTURE,
Washington, April 21, 1917.

The honorable the PRESIDENT OF THE SENATE.

SIR: I have received Senate resolution No. 43, directing the Secretary of Agriculture to inform the Senate as to what steps are being taken by the Department of Agriculture to induce larger production of foodstuffs throughout the United States, and what assistance, if any, is being furnished by the department to the food producers of the United States to stimulate food production. It is believed that the questions contained in this inquiry are answered in my letter of April 18¹ to the President of the Senate submitted in response to Senate resolution No. 26. A copy of the letter is inclosed herewith. If the Senate desires any information in addition to that included in this letter, I shall be glad to furnish it.

Respectfully,

D. F. HOUSTON,
Secretary.

[¹NOTE.—Inasmuch as the inclosed letter referred to by the Secretary is in Part I (see p. 3) it is not printed here.—PRINTING CLERK.]

RESERVE.

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U.S. DEPT. OF AGRICULTURE.
PRODUCTION, DISTRIBUTION, AND CONSERVA-
TION OF FOOD SUPPLIES. 1917.

WASHINGTON, D. C.

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